



# **Final Evaluation**

**Program of Action**

**Child Labour in Stone Quarries**

**Retalhuleu, GUATEMALA**

**July 2000**

## 1. INTRODUCTION

In June 1999, HABITAT (Asociación Guatemalteca para el Desarrollo Sostenible –HABITAT- began the Program of Action “Child Labor in Stone Quarries” located in the Department of Retalhuleu (Republic of Guatemala). This program was intended to be an experience of demonstrative character. The program has made footprints in the community, that have motivated the national authorities to make policies around the prevention and eradication of child labor.

Following the agreements subscribed with IPEC/OIT, HABITAT, presents this report for the Final Evaluation of the Program of Action which is presented as a model on two focuses: a) based on the analysis of the program in function of the processes that it has generated as well as its consequences, and b) based on the analysis of the effects of the program in connection with the proposed objectives.

The report has been made according to the standard format for reports of evaluation of Action Programs of IPEC/ILO, with slight adaptations to improve the presentation of the results.

The document includes: the description of the program, its main objectives, strategies, and indicators, and the methodology used for the evaluation. An analysis about the relevancy and efficiency of the program, in function of the context and political perspective, as well as of the basic sector interventions in: education, health, community organization, family economy and social communication that have influenced directly the community .

Effectiveness' value is oriented in function of the investment of the fund that was carried out in the application of the budget and the contributions in species that the program obtained from the government, the civil sector of society, as well from the beneficiaries. The impacts on each one of the components and the lessons learned of the program are also described, to conclude with the recommendations that have been considered for the proposal of the second phase.

According to the criteria previous mentioned, the Program of Action was considered viable and the evaluation made by all the representatives of the local sectors was positive in a 75%.

The quantitative data allowed an appreciation of the situation from the action program when concluding the first phase, however it is positive impact is manifested qualitatively in the response obtained from the people of Retalhuleu, participating and cooperating in the activities developed mainly with the population that works chopping stones in the river. It was evident the change of attitude of the families and inhabitants of Retalhuleu in their perception of the child labor like a problem that directly affects the local development.

## 2. DESCRIPTION OF THE PROGRAM

### 2.1. Background:

In 1996 the Guatemalan Ministry of Labor, started different activities in order to determine which were the high risk activities of labor for children. One social group identified, was the families working in stone quarries at the river bank of Río Samalá in Retalhuleu, these families have carried out approximately for 20 years this activity with the participation of their children, obtaining marginal income as family group; however, given the risk that this activity presents for children, mainly it limits them to have better opportunities for their development. This group of families was selected as main group of interest giving them immediate attention.

After having established relationship with the families through their participation in special workshops and activities with the purpose to study thoroughly the causes of their main problems, it was requested to IPEC/ILO technical assistance and other resources to execute

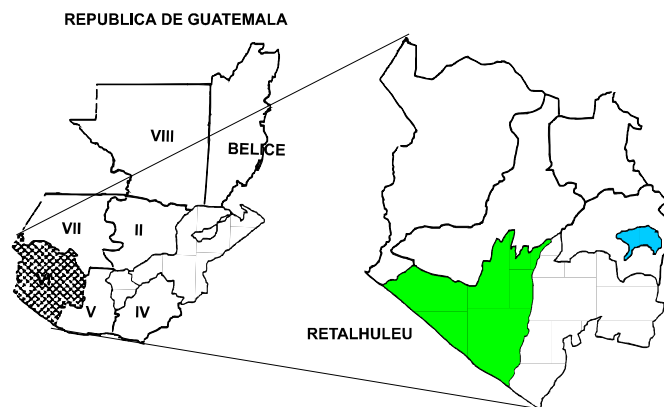
a program of action with demonstrative character in this area.

The Guatemalan Ministry of Labor, jointly with IPEC, invited NGOs to develop some immersion actions into the communities which would permit to obtain the necessary information on the habit or long continuance of such economic activity, and to evaluate the possibility to start the Program of Action. The execution of this mini-programs, orientated to improve the conditions of: union organization, health, and education. Also, HABITAT was nominated for the administration of this program of action.

The present document includes the results of the evaluation of the program of action, carried out when concluding the first year of intervention in the field; it should be interpreted within the context of a structural nature problem of the country, and not strictly from the optics of a sector problem.

The evaluation process was carried out considering two scenarios: 1) the internal evaluation (realized within the coordinating and administrating unit); 2) from the point of view of the interventions and external agents which caused some impact in this program of action. The evaluation was a positive way to verify if the developed activities were in accordance to the outlined objectives, and also if the objectives were pertinent and finally, reached through the program implementation.

Also, an evaluation of the investment was settled from the perspective of the program covering, also, if the impact of the program was positive for the retiring of children working smashing stones in the banks of Río Samalá, inserting them into the system of formal education and achieving improvements of their conditions of health.



Objectives, strategies and indicators:

In order to evaluate this PA, following are presented the main objectives, strategies components, and indicators which constitute the basis for the implementation actions:

COMPONENT	MAIN OBJECTIVE	MAIN STRATEGY	MAIN INDICATOR
EDUCATION	To carry out a social rehabilitation process of the children through their incorporation to the formal and non formal school system.	<p>☺ Subsidies given to parents</p> <p>Play activities at schools, motivational activities in the working or intervention areas.</p> <p>☺ Motivation and training to school teachers</p>	Increasing of attendance and permanence in school of the children working in stone quarries.
HEALTH	To improve health and recreational conditions on children and their families	Preventive and curative health journeys and related training and improvement of the nutritional practices.	100% of the families including children, have improve their health conditions
LABORAL ORGANIZATION	Strengthen community organization orientated to labor organization.	Training on the organization processes, and affiliation to specialized chambers and associations.	50% of the working parents are organized.
PRODUCTIVE OPTIONS	To impulse new income generation modalities to the families, by technifying the process of stone chopping and pebbles elaboration, and identifying other sources of employment opportunities.	Training in the identification of a new productive option, and also training in its rational use and handling. Permanent technical assistance.	50% of the families identified in census, have a new productive option.
COMUNICACIÓN AND MOTIVATION TO CITIZEN PARTICIPATION	To promote participation of local organizations through the specialization and strengthening of the existing communication media. Sensibilizing, to the entire population, about the situation and the existence of child labor in the communities.	Information workshops, radio spots, newspaper supplements, special sensibilization videos, forums to debate related topics. Involvement of other social sectors .	<p>In relation with the child labor situation, local authorities have increased their involvement and compromises.</p> <p>100% of the population is informed about the high risks for children who are involved in labor tasks.</p>

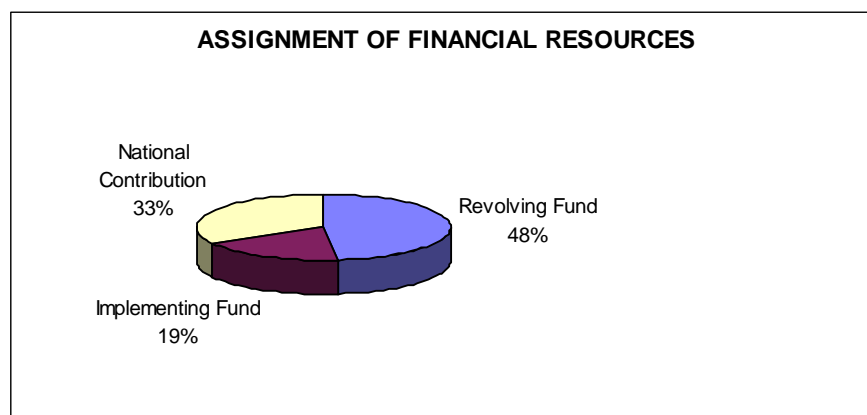
## 2.2 Functional structure of the program:

The program was developed through the National Coordination office of IPEC program in Guatemala. It was supported by an administrative assistant, and in the development of the components of Education, Health, Labor Organization, Alternate Productive Options and Communication, technical facilitators were hired. Transversal to this structure, monitoring and evaluating components were implemented, and all the information obtained was properly systematized.

Investigation and the rest of implementing activities run parallel; and as a product of this component, the socioeconomic information was actualized through of the baseline, integrating and validating the results of the community diagnosis.

The assignment of the financial resources was carried out, by the elaboration of an Annual Operative Plan; with estimations on the amounts for each component.

The revolving fund, the implementation funds, and the national contribution to the program, are diagrammed as follows:



Nature of the Fund	Percentage (%)
Revolving Fund	48
Implementing Fund	19
National Contribution	33

## 2.3 Methodology used in the evaluation:

The methodology took place during two complementary processes: a) through an evaluation carried out with the work team along the development of the activities of the program and b) during the first year of execution of the Program of Local Action.

For the final Evaluation, all the local actors were given an opportunity to participate in the whole process of the program. It allowed the groups to have a wider vision and also to evaluate their perceptions by means of the knowledge of their environment, their life systems, and their own visions.

For this reason, it was necessary to develop a collective analysis of the situation, starting from the actions already implemented; reflections about the feasibility of the program, specially when the external support was ended arose. It was important to question if the results

justified the efforts and the foreseen investments.

To fulfill this evaluation a participative methodology was implemented. It included the use of instruments like the results/activities formats with the direct and indirect beneficiaries, and collaborating partners, all guided by those responsible for the components of the program.

To obtain the information it was appealed to the revision of the documents of the program, community meetings, group discussions, interviews, and other techniques. The aspects and the evaluation approaches were adapted to the procedures settled down by IPEC, which were: Efficiency, Effectiveness, Relevancy, Impact and Viability.

The final evaluation was developed by the participation of those responsible for the components of the Program of Action, with the support of the members of the community, with a previous training.

The impact evaluation carried out with the participation of representatives of the communities, can be described as follows :

### ***First phase: Summary of Information***

It consisted on revising documents for the fundament of the evaluation, such as the Program of Local Action, Operative Plan, work plans for the diverse components, diagnoses, monthly reports, weekly activities, projects of special activities, monitoring sheets, pursuit records, evaluations of punctual activities, half term evaluations, interviews, video, surveys, statistics, records of agreements subscribed with third persons, among others sources. Established indicators for the Program of Action were important.

### ***Second phase: Preparation***

In this stage, for the purpose of evaluation, meetings were carried out, interviews with key actors, community leaders, politicians, religious leaders, and direct and indirect beneficiaries were invited to participate in this events.

As part of the preparation, the members of the team prepared several work guides, taking into account the objectives of the Program of Action, and the components of the Evaluation, according to the IPEC standards: Efficiency, Effectiveness, Impact and Relevancy. They also prepared a brief exposition about the achievements of each one of the components.

### ***Third phase: Development of the Workshop of Evaluation***

This stage was carried out trough the participation of the direct beneficiaries, school teachers, media, and the program team, in accordance with the program.

### ***Fourth Phase: Interpretation of the information***

It includes the examination of obtained information, as well as the elaboration of statistical graphics and interpretation of data. From the analysis of the data: the conclusions and recommendations were settled down, taking into account the experience of the First Phase in the planning of future actions and to making the necessary modifications to reach the objectives of the program.

### 3. SOCIAL CHARACTERIZATION OF THE DEPARTMENT OF RETALHULEU

According to the data reflected in the latest National Population Census (INE, 1994) the total population of the department of Retalhuleu is:188,764 inhabitants, of which the infantile population under 15 years is:85,322, residents distributed in 9 municipalities.

The level of poverty for the department is of 83.4%, of which 66.9% are in extreme poverty.

The following table reflects the main indicators of development of the department in mention:

<b>Illiterate Population</b>	<b>Population without studies</b>	<b>Population with basic services (electricity and drains)</b>	<b>With water</b>	<b>With electricity</b>	<b>With drains</b>	<b>Number of persons per home</b>
<b>33.3</b>	<b>32.9</b>	<b>23.4</b>	<b>45.8</b>	<b>44.2</b>	<b>24.9</b>	<b>5.2</b>

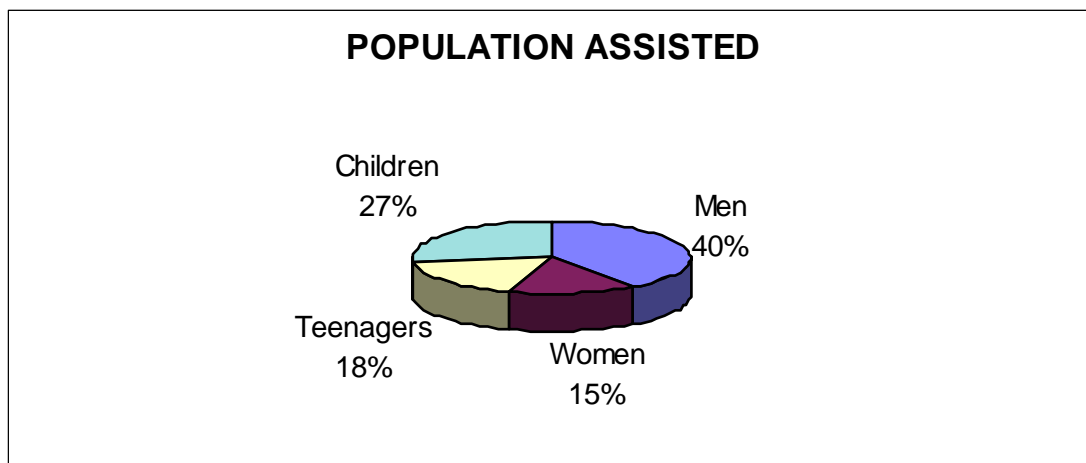
#### 3.1 ON THE BENEFICIARIES:

For the purposes of this program of action, the data used were the results of the community census, in the baseline study (1999): (Siglo I, Siglo II, Samalá, Finca Brillantes, Finca San Luis and Pomarrosal, all of them communities of the municipalities of San Sebastián, Santa Cruz Muluá and San Felipe); the total of population corresponds to: 2,358. The action program assisted 962 persons of the communities corresponding 41% of the total population.

The population assisted by age and gender is the following:

<b>AGES</b>	<b>MALE</b>	<b>FEMALE</b>	<b>TOTAL</b>	<b>%</b>
0-4	64	66	130	13.51
5-9	85	71	156	16.22
10-14	80	52	132	13.72
15-19	63	62	125	13.00
20-24	56	25	81	8.42
25-29	49	28	77	8.00
30-34	22	26	48	4.99
35-39	29	21	50	5.20
40-44	22	27	49	5.09
45-49	15	18	33	3.43
50-54	14	12	26	2.70
55-59	11	7	18	1.87
60-64	9	6	15	1.56
65-69	8	5	13	1.35
70-74	3	2	5	0.52
75-79	2	1	3	0.31
80-84	1	0	1	0.10
<b>TOTAL</b>	<b>533</b>	<b>429</b>	<b>962</b>	<b>100</b>

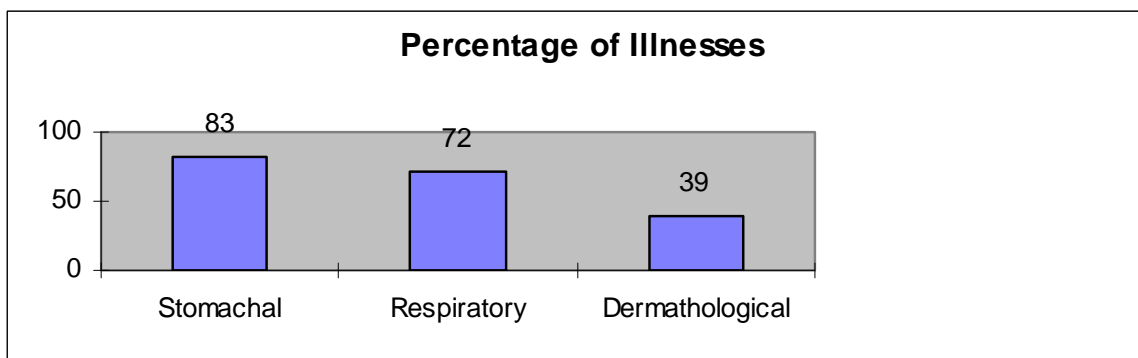




### 3.2 MAIN INDICATORS

#### **Health:**

The analysis of health indicators, shown that 83% of the inhabitants of the communities suffered of stomach illnesses, 72% respiratory and 39% dermatological, that coincides with the data of the first diagnostic carried out at the moment of the identification of the program, health campaigns and data reflected at departmental level. According to the report: "Guatemala, the contrasts of Human Development, elaborated by UNDP (1998)", one of the first causes of illness corresponds to parasite illnesses, common colds, respiratory Infections, diarrheas and pneumonia, among others.



The capacity of health services covers 35% of the population. The rate of child mortality is of 58 of a thousand born alive (INE, 1994). The rate of perinatal mortality is 34% and general mortality in the population is given by respiratory Infections with 8% of the first 10 causes.

When population is affected of any illness, 66% looks for attention in pharmacies who sell the

medications without medical prescription, 23% goes to the Health Centers, and 11% appeals to hospitals.

At the moment that the survey was carried out, the families who work with the stones were influenced by the campaign on prevention of Cholera, therefore, 100% indicated that they washed their hands before eating; only 18% has latrine and 18% consumed potable water. This reflects the importance of social media impacting to produce changes in the population habits. However, in the department of Retalhuleu, homes with access to water are an average of 45.9%, and in the rural area 27.6%. Only 23.4% of the department has drains.

### ***Education***

In 1995 the total of children in scholar age was of 106,559, it is the sixth smaller school population among the 22 departments of the whole country.

Of this school population 58.7%, corresponds a 47.5% to the group from 5 to 12 years and 41.3% to the group of 13 to 19 years. Of those, 50,686 only, were inscribed in public and private schools. Being promoted 70.6%, 22.3% didn't approve.

As for the education, the communities beneficiaries of the action program are the reflection of the conditions from the sector in the whole country; Guatemala is so far, one of the countries that still has limited assignment from its budget to education, the public expense has stayed under 2% of the GDP.

As an indicator of the pre-primary situation of the department, the gross rate of schooling is scarcely of 17.7%, with a desertion of 10.2% (UNDP, 1998); in the case of the primary school, it has shown an improvement, since the schooling rate rises to 85.9% and the desertion of 9.3%.

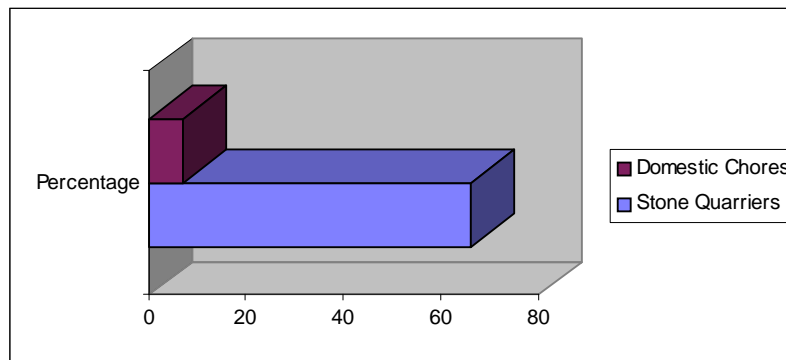
In the area of the action program, all the communities have one school at least; in which the coverage indicates that 51% of the studied sample attended school within the first and the sixth primary grade: 15% indicated that they like to attend school and 23% manifested that did not like school. 51% indicated that they did not know how to read and write. Reflecting, the necessity to support the education in the most appropriate forms to increase the covering and the implementation of strategies of non formal education through linking other development agents, including the Ministry of Education.

### ***Employment and income***

In this matter, and according to the data of INE (National Institute of Statistics) and UNDP (1998), the department of Retalhuleu is classified inside the region with better indexes, situation that is not reflected at level of the communities of the action program, since the incomes concentrate on few families.

In Retalhuleu, the economically active population -PEA - reported by INE (1992), corresponds to an 62%. In the benefited communities area it is of an 52.7% calculated starting from the 14 years. Incorporating children to the group with labor tasks it increases to 82.6%.

An indicator of wellbeing, is family income; the studied sample presents the following indicators: 66% (men and women) are devoted to the elaboration of pebbles, and 7% is dedicated to the domestic chores. This indicates that families who subsist of the elaboration of **pebbles** reflect the big contrasts in the distribution of wealth in the department.



On the other hand, 52% has obtained family loans and only the 1% (9.6) people had access to bank loan; this important aspect was considered, since inside the activities of the action program could be determined the risks of giving to some families the opportunity of acquiring small credits, to support alternative productive activities; which guided to conclude that the technical assistance should be reinforced in the area. The experiences in this aspects, and lessons learned point to:

- Induction process carried out by the program, generated a new vision of life to families as for its productive capacities, and the possibilities of improving their income, when demonstrating that 100% of the families who are benefited with credits do not returned to the activity of chopping stones.
- The perception of their children boys and girls, to attend school, has changed as for the benefits of the education, and the satisfaction and social recognition in the individual environment expressed by the teachers and members of the community.

On the other hand:

- The low educational level of the families, accompanied by a very limited vision, caused in the families confusion regarding differentiating between strengthening their productive capacities and the satisfaction of their basic necessities.
- The existentialist pattern of the families did not allow them to appropriate the purpose of this component of the program, some families assumed that the adjudication of the fund, was a simple donation with an eminent asistencialist focus.
- Taking in consideration the timing of the program in the first phase, it conducted mainly to those families involved in the process of technification of stone smashing ( machine) to assume an associative rol with industrial purposes, without being completely prepared for this.
- The traditional pattern of generation of income of the families, is through a labor relationship of dependence and not of independence, the program promoted generated conflicts between the people in the first months; conflicts in their interpersonal relationships.

With the purpose of demonstrating the experiences of each one of the families beneficiaries, there are some testimonies in an annex.

As for the activity of elaboration of the pebbles, 73% of the families shares the work with members of the family; that allows them to make a volume of 31 pebbles units = (0.77 cubic meters) with an average price between Q 50.00 and Q 70.00 for cubic meter.

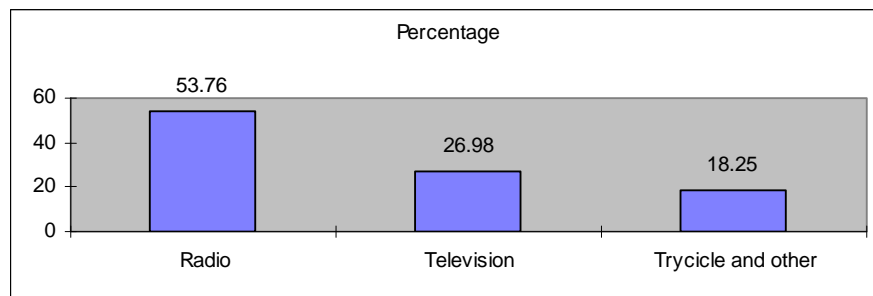
When all the members of the family participate in this activity, and considering the price of Q70.00 for cubic meter, Q 54.00 are obtained daily, equivalent to Q 1,296.00 a month, that is to say less than U\$200.00.

Another factor that influences in the high offering season, is the decrease of price for cubic meter which diminishes to Q 50.00. The product of the whole family corresponding to Q38.50 a day, equivalent to Q 924.00 a month, less than \$150.00.

The previous data, compared with the minimum requirements of income in order to supply the family with a “basic basket of products” with current prices (data: “basic basket” INE), indicate that the activity of elaboration of pebbles is economically marginal, still with the participation of all members of the family, without valuing the opportunity cost of limiting access of children to school.

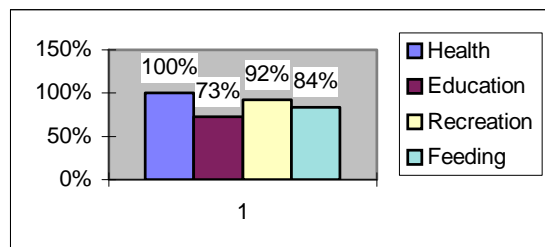
### Communication

The media is valuable in the communities. It could be settle that radio (53.76%) is the largest in coverage, followed by television (26.98%); other new forms of communication constitute in the communities are “voceadores” that move in tricycles (bicycle of three wheels), and the written newspapers with a covering of 18.25%.



In conclusion:

The aspects of community welfare, 100% of people included in the census manifested suffering health problems; 73% present lack of education, 92% lack of recreation facilities, and 84% insufficiencies on feeding, as represented in the following diagram:



## 4. PROGRAM RESULTS

### 4.1 RELEVANCY

The action program, considered as a demonstrative program in its first implementation phase, has been useful for the formulation of other programs that have been outlined as part of the National Plan for the Prevention and Eradication of the Child Labor in Guatemala.

The development of the action program was linked into the context of the Peace Agreements, mainly in the invigoration of the governmental policies to combat poverty; which is the main cause that induces the families to involve their children in the marginal income generation activities.

The local context changes for each program:

The topic of child labor, not only chopping stones but other forms of work, has been present in the political agenda for the authorities of the department of Retalhuleu; situation which has influenced the authorities to support investment, especially in those municipalities where the stone quarries families live.

The program has contributed to improve the living conditions of the benefited families and their communities, such as education, health, and family economy. It has also contributed for improvement on the self –esteem of members of families, and the parents reevaluating the importance of education for their children.

Another important element was the strengthening of the policies (education, health, and employment generation) in Retalhuleu; demonstrated by the increment of child insertion and permanency in school; improvement of the quality of education, and also in the preventive health practices, and employment generation.

### 4.2 EFFICIENCY

Progress of the program compared with its initial situation

#### **Education:**

According to the established objectives for the action program, the expectations of the component of education were achieved and overcome; as for the increase of the insertion of the children in the schools of the 13 communities, and also with the definitive retire of the activity of stone smashing of 121 boys and girls. Considering that education was the main objective of the action program, the investment is justified.

The following outline describes with more detail the efficiency obtained in the achieving of objectives:

Objective: to carry out a process of social rehabilitation of the children smashing stone by means of their incorporation to the formal and not formal education system.

Strategies	% of obtained achievement
Of 962 people of <b>census</b> , 288 are among 7 to 14 years (school age). They participated in the Project of mobile school through the development of educational, motivational activities, for their insertion in	30 % of the total population, assisted in 100%

the formal educational system to the families chopping stone		
240 boys and girls <b>inscribed</b> and with permanency during 1999 in the 13 schools of the 3 municipalities, according to economic bonus granted to their families that facilitated their insertion to school		83%
<b>120 boys and girls retired in a definitive form of the activity of smashing stone</b>		<b>42%</b>
558 school teachers of first grade in the department of Retalhuleu, 100% qualified and in application process, of new techniques (reading-writing), demonstrating an increment in their self-esteem and awareness on child labor.		
104 school teachers of the 3 municipalities included in the action program reinforcing their techniques		100%
52 school teachers of the 3 municipalities of the PA of first grade apply the techniques in the schools.		50%
10 groups of school leaders (70 students) in consolidation process to their formation, generating activities that visibilize the situation of child labor in the department		100%
4 groups of school leaders, executing activities of promotion of children rights, and campaigns against child labor		40%

As for the mobile schools, it constituted a motivational strategy used to involve boys and girls as well as parents, using the school as an instrument of social promotion. The instruments for this purposes were: recreational activities, different games, use of marionettes played by voluntary youngsters. Implementing the mobile schools, could be possible to cover 100% of the foreseen goal.

A complementary part to guarantee the definitive withdrawn of children from labor, was the agreement subscribed by the parents that were the beneficiaries of the Family Support Fund –FAF–.

The school teachers training constituted a strategic axis in the educational component. This sector was incorporated to the achievement of the objectives of the program, reaching 50%. Also, it is necessary to emphasize that the contents of the training developed with the school teachers of the whole Department of Retalhuleu, were addressed to reduce the school desertion, to the respect of children rights, and to improve their self-esteem, specially with those who work. The improvement in the application of the pedagogical methods, specially those for the first grade students, was part of the training.

Signature of agreements: 16 educational centers manifested agreement with the developed Program of Action. This circumstance demonstrates clearly that the school directors in the communities were sensitive towards the problem of children smashing stones.

As for the induction to the juvenile organization an efficiency of 40% was obtained.

The average of efficiency in the education component was of 77%, considering that the Ministry of Education, was constituted in the main actor of this process.

### **Health:**

**OBJECTIVE:** to improve the health and recreation conditions of working children and their

families.

Strategies	% of obtained achievement
962 people from 0 to 84 years of age censused for their health attention	100%
552 people smashing stone, assisted in: internal and external desparasitation, vitamin A administration, and application of fluoride in children, through 12 campaign	57%
350 people smashing stone of 70 families in the appropriate disposition of excrete	36%
50 identified houses for the installation of latrines on the part of the municipality (225 persons)	23%
605 people chopping stone, capacitated in the use the "nutritional pot".	63%
8 first-aid kits installed in 8 identified schools (from a group of 13 schools).	61%
962 people benefited by 3 community pharmacies established with support of the Ministry of Health	100%

In health aspects, 36% of the families were informed about the use and maintenance of latrines besides the handling of solid waste; 60% of the families received training in nutrition. Although there were advances in the program of latrine installation with the municipality of Santa Cruz Muluá, this was not considered a priority, reason why it could not conclude.

With the installation of the first community pharmacy, (located in the "Siglo I" community), changes into the procedures were given. Through the implementation and training of community promoters, health necessities were identified, and pharmacies were installed; training in handling and administration was given to people who also participated in the building and equipment of the pharmacies. The program endowed of the medications under the supervision of the Ministry of Health which supported with the presence of a medical doctor who direct attention to the working families. As part of the activities developed, 12 desparasitation campaigns were developed, assisting 54.17% of community members.

In general terms the average of the efficiency of this activity was 56.6% considering that involve and strengthen the official system of health.

### ***Labor organization and productive options***

Objective: to strengthen the community organization addressing it to labor organization

Strategy	% of obtained achievement
Of 962 people, 419 among 20 to 84 years identified for the community organization with labor orientation	44%
120 people participating in the community organization.	28%
20 working adults integrated an Association of managers	5%
20 <b>working</b> adults integrated the Union of the Stone-Workers qualified by <b>COMIGUAT( Guatemalan Commission for Micro-Enterprises)</b>	5%

The peculiar characteristics of the inhabitants of these communities influenced the program on the first year of administration, to the point of reaching an average of 28.6% of efficiency. If it is considered that this program depends on the process of the change of attitudes and life vision, results can be considered relatively acceptable, in function of the year of time invested in this process.

### ***Productive Alternatives***

Objective: Promote new options of income generation for the family parents, technifying each of the steps in the process of pebble elaboration, and identifying other sources of employment generation.

Strategies	% of obtained achievement
Of 962 persons, 397 between 20 and 64 years of age identified for the generation of income.	41% of total censused people
120 persons working smashing stones evaluated socially and economically for the application of the Fund of Family Support	30%
80 persons, qualified and trained in the use and handling of instruments of managerial administration.	20%%
20 persons assumed an associative credit for the technification of stone smashing.	5%
68 persons participate of individual credits for their productive options	15%

Although it was not possible to cover the total of the families with the credits of the revolving fund the efficiency of the component was reached (20.15%); considering that the continuity of the PA, will allow to enlarge this credit attention.

It is important to mention that the program developed its own mechanism to grant the funds and also to recover the credits. Also the subscription of a commitment on the part of the beneficiaries of the credit, in order to allow their children attend the school. It increases the security that children are definitively retired of the activity of chopping stone.

### ***Communication, promotion and motivation to civic participation***

Objective: to promote the participation of local institutions through the invigoration and specialization of the existent nets of communication. Sensibilizing the population about the existence of the infantile work in their town.

Strategies	% obtained achievements
<b>1 inventory of the resources of local media or alternate local communication</b>	100%
1 communitary diagnostic published	100%
Commitments assumed for the execution of a plan elaborated in a participative way, by written, radial and television media.	100%
1 network of social media conformed by 14 representatives in the locality	100%
268,900 people informed. Including local authorities on the advance of the program through 7 bulletins published; 14 press articles, 1 special supplement elaborated by children, 3 radio spots and 6 "teleforums" through the local and national television	75%
Sensibilization of the population in general on child labor in the department of Retalhuleu, through a special information videotape.	70%



The average of efficiency of this component was 77.8%.

As for the social mobilization, several proposals were obtained from the civil society, giving solutions in the case of 70 boys and girls working in stone quarries.

Information and diffusion on the high risks on which working children are immerse, was given at local, departmental, national and international level with an approximate covering of 268,900 people. Change in the perception of the problem was settled down in the communities.

The Departmental Government of Retalhuleu, constituted in a great political support for the PA, same as the Council of Departmental Development, where the representatives of the program became part of such Council.

At the enterprise level, the program had the presence and participation of the Chamber of Commerce of Retalhuleu; cooperating in the consultancy area for the countable administration, of the associative company and the search of more markets to sell the product.

With the systematization of the information data, jointly with the monitoring and evaluation instruments inputs were achieved that contributed for the elaboration of several reports and documents that constitute a consultation source to know about the evolution of the Program of Action, which is the base for the development of the second Phase of the Program.

#### 4.3 EFFICIENCY

HABITAT with the support of IPEC, and with the participation of community, designed the Plan of Action according to the assigned amount for the program of action, with the purpose of integrating all the activities in order to optimize the resources for each one of them.

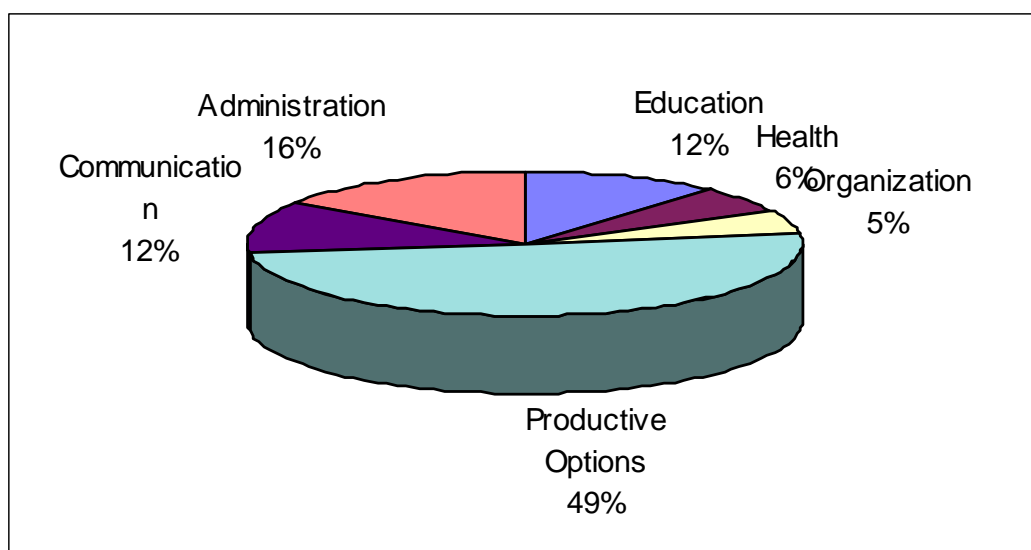
The resources executed by the Action Program in Retalhuleu were:

**(\$160,000)** in the improvement of the living conditions of these families. 49.3% of the budget invested in the productive options, which is now in the recovery process, since the families beneficiaries began the payment of their credits. The remaining 50.7% was invested in the social benefit services, is reflected in the following aspects:

- ☺ Children of these families are attending school.
- ☺ Children no longer work in the river bank.
- ☺ School teachers with a positive attitude in relationship to these families and their children.
- ☺ The families have had access to the health services.
- ☺ Beneficiaries of the credits received training for their grupal organization
- ☺ The families benefited by the credits have better income.
- ☺ Changes in the perception of the situation of children working in stone quarries, by the family, community, and in general, in the local departmental, national, and international level.

The efficiency of the Program of Action was quantified in terms of cost-benefit , represented in the following chart:

Component	Covering	% budget	Costs (OR \$)	Cost/Benefit (OR \$annual person)
Formal education and training to teachers	988	11.77	16,680	16.88
Health, to children and families	962	5.6	8,000	8.30
Labor organization for parents	140	5.3	7,500	53.50
Productive options	120	49.9	18,000	150.00
☺ managerial formation	88		61,000	662.50
☺ Revolving Fund				
Communication and civic participation	268,900	11.7	16,700	0.062
Administration /Monitoring, systematization and investigation		15.6	22,300	
Total	271,190	99.9	160,000	



The above chart reflects that the investment priority was guided to the generation of alternate sources of income to the parents of these working children, as a good strategy to guarantee their withdrawn from work. Nevertheless, the social benefits in education and health are reflected in the results obtained in relation with the investment. It is important to say that the efficiency of the program is attributed in a high percentage to the mystic of the team working in the Program and quality of their work into the community. Also, the collaboration provided especially by the local agents and leaders, who allowed a better synergy of the program.

The higher quantity investment corresponds to the issue of the productive options; mainly for the setting of the revolving fund as part of the amount dedicated to the credits. The pattern applied to this component was designed so that inside the process of giving credits it was considered two approaches: i) to give the opportunity to beneficiaries through a period of grace, to capitalize its new productive option, ii) to give them the opportunity to adaptate to the new production rationality.

Based on these approaches, it is important to mention that the program has aimed all its efforts in withdrawing children of the activity of smashing stone privileging the social profitability more than an economic profitability of the funds, in this stage of the program.

#### 4.4. EFFECTIVENESS

##### 1. Expected benefit of the objectives when the project was designed

The achievement of the established objectives was given as follows

Progress of the program compared with its initial foreseen

##### ***Education***

The attendance to school of the total of population in scholar age, is of 83% (from a number of 288 censused children, 240 were covered) people was motivated with the fee-register period at schools and other resources that allowed them to remain in school. It is important to point out that the commitments assumed mainly by parents who were supported with credits, (121 children), remained during 1999 in the school: 176 were promoted, 32 not promoted and retired 32.

Another important commitment, was constituted by training of school teachers; there were 558 of first elementary grade benefited, information obtained during the evaluation, showed that 104 kindergarten teachers reinforced their knowledge and techniques through the training, and 52 applied this techniques during the school cycle 1999.

The average of effectiveness in function of achievement of the objectives was of 77%.

##### ***Health***

962 people working in stone quarries were benefited in 100% in the two modalities of curative and preventive health. The diverse strategies implemented in the process of the program, allowed strengthening the local systems of health, activating the interest of the community in improving their sanitary practices through the self health care. Training to local human resource facilitated the self-management; making more sustainable the services inside the community; for example: 3 community pharmacies, and 8 first-aid school kits.

The level of effectiveness in function of achievement of the objectives was of 56.6%

##### ***Organization with relation to their productive capacities.***

From the Economically Active Population (PEA) included in the census of the program, (419 persons) it was possible to integrate, in an organizational process, 55 persons; and strengthen the existent "Union of Pebble-Makers" of Retalhuleu integrated by 60 persons. The legalization of the first Microenterprise of these workers called: "ÉXITO" ("Success") and the technical attendance offered by "COMIGUAT": National Microenterprises Commission.

The level of effectiveness in function of achievement of the objectives was 28.6%

##### ***Productive options***

The mesuration of this component was guided by the economic profitability of the fund. For the economic profitability the recovery percentage was: 8.92% considering that for the associative credit, given to 10 families for the technification of pebble manufacturing a 72.27% (Q279,767.52) was assigned, from the total budget for this component (Q387, 122.64.). For this purpose, a period of 14 months of grace was agreed, this timing was stipulated to make profitable the investment. In microcredits, a 27.73% was assigned (Q107, 355.12).

The necessity to generate an induction process was important in the development of this component of the program, this process took more than six months. Therefore, one month before the closure of program, microcredits were still being assigned to beneficiaries.

The limitations that prolonged the process of induction were:

a) high level of illiteracy, b) poor information of the community to develop the new productive options and to be absorbed by the local labor market, which requires a longer time for the managerial and labor training, c) difficulty to find options that were profitable and effective in a short term, d) cultural or religious restrictions.

It is important to indicate that the program design and implemented a model to assign credits, that contemplated a minimum of additional cost (accumulated inflation: 8.3% yearly on the total amount, distributed in 12 payments). This model is now in an evaluation process and subject of changes after the conclusion the first phase of the P.A.

The level of effectiveness in function of the objectives was of 20.15%

### ***Communication and Civic Participation***

The average of effectiveness for this component is of 77%, since the P.A. had wide local and departmental covering, reaching around 268,900 persons according to the standard covering of the different local media.

The knowledge, on the topic of child labor was broadly diffused in the local and departmental environment. The participation of different social sectors (managers, local authorities, students, civil organizations and government institutions), made possible that the program secured its community processes.

In general terms, the effectiveness in achievement of the objectives of the action program in all its components was: 51.8% in its first phase. Reason that justifies the position of implementing a second phase for the total achievement of their objectives.

## **4.5 IMPACT OF ACTIVITIES CARRIED OUT BY THE PROGRAM OF ACTION .**

Priorities, needs and local demands: The program identify the following priorities:

In the concerning of the education actions:

- To systematize the process of educational training given to school teachers to be applied in the field.
- Sustained follow up of the retired children who used to work chopping stone.
- To assist children in preschool age for their insertion in the formal school system
- To negotiate the amplification in the attention of adolescents who work and their incorporation into the formal education.
- To institutionalize the motivational strategy of: the “Backpack of Pedro and María”, as a mechanism to increase school covering.

In the concerning of the health actions:

- To achieve the institutionalization of attention in health for the communities, through the intervention of the Integrated System of Attention in Health –SIAS -.

- To extend the preventive sanitary attention.
- To strengthen the capacities of self-managing, in order to achieve the sustainability for a wider coverage.
- To design local strategies for the attention and prevention of disasters in the area.
- To design a systematic process of accompaniment and attention to the pharmacies and community first-aid kits.

#### Concerning to productive activities

- To continue supporting the Union in their process of organizational invigoration, mainly in the processes of self-management.
- To maintain the recovery of the **credits**.
- To promote the technical training of community people according to offerings of the local labor market and enterprise possibilities.
- To impel mechanisms of quality control.
- To strengthen and to enlarge the market-study for the productive options.

#### In the concern of social sensibilization regarding to the topic of child labor

- To continue carrying out activities directed to all the social groups with the purpose of achieving the change of attitudes around the problem of child labor.
- To continue working with the communities with technical participation, so that themselves, could analysis and propone actions that are able to diminish the participation of the children in high risk.
- To give follow up to different municipal governments so that they incorporate in their respective annual investment, the disposition for the communities of the basic services.

#### FORESEEN AND NOT FORESEEN IMPACT IN DIRECT AND INDIRECT BENEFICIARIES

In the component of Education, the attention to the children who work smashing stone, and training of the school teachers of the communities, was the main purposes of the P.A.; retiring them from a prejudicial labor practices, and to reward or compensate their fundamental rights, and incorporate them to the system of formal education. It is necessary, also, to emphasize that the educational training in specific topics, extended to the departmental level, diffusing the message of the P.A. to the whole Department of Retalhuleu. This contributed to improve the level of knowledge on the problem of the high risk child labor in the area, without increasing the original budget.

Also, the activities to motivate children to attend school, were carried out during the period of school vacations, and included mothers, family parents and other community people.

The component of health was carried out in an integral form, covering the preventive and curative aspects, and the formation of local human resources in a way that the coverage of attention was for both beneficiaries and non beneficiaries, which permitted the diminishing of the incidence of some illnesses and to diminish the costs to cure. In the same way the access to the pharmacies is for the community in general, anyone can obtain the most popular medications at low cost.

In the component of productive options, the benefits of the credits granted, were extended to the whole family, impacting in the improvement of their income generation; and also, changes in attitude and vision of their own lifestyle, mainly a better conception of their future as a family and specially for their children.

In the communication component it was possible demonstrate the problem and the boarding

strategies, at the local, national and international level, through the media diffusion; at least 2 videos were edited, where the systematization of the activities of the program are shown.

The topic of child work was approached in some schools of secondary education level, where the teenagers studied, analyzed, and participated in class seminars and other activities. The Faculty of Communication Sciences worked on the topic, searching for the better communication strategies that could be proposed and implemented, in order to diminish the negative effects in the society.

### 6.3 Foreseen and not foreseen impacts into the institutional level

1. The retirement of the children from the activity of chopping stone and their insertion to the educational system.
2. The incidence in the change of vision of life of families, involving new production practices.
3. The propositive attitude in the ambit of all social actors, who recognized child labor as a violation to their own human rights.
4. The action program contributed to be a demonstrative practice, by showing a successful strategy and learned experiences from it, which were adopted in the design of the National Politics on the Topic of Child Labor.
5. The program of action, created favorable conditions so that IPEC/OIT would express a good disposition in the investment of programs of this magnitude.

The representatives of the local institutions (public and private) manifested a positive attitude and support during the whole year of development of the first phase of the P.A. in Retalhuleu. Also extra support was given from private companies and individual people, through contributions for events, school material, and knowledge and experience exchange among others.

### THE VIABILITY

In the political level it was expressed through the involvement of the Ministries of Labor, Education and Health; this participation and the entire process of implementation of the P.A., was followed by the formulation and implementation of a National Plan to eradicate the child labor in the country.

In the institutional aspect, an achievement was that the different sectors (Ministry of Health, Education, Council of Urban and Rural Development, Ministry of Government), participated in a propositive way, in the actions of the program. The program has contributed for the non governmental organizations -NGO's- development of a their own capacity of analysis, and encouraging them to combat poverty by all means.

In the financial aspect, it was possible to value the benefit-cost of the interventions allowing the design of future programs that could improve their efficiency. Another goal is to achieve the steadiness of future programs with the important participation and contributions of those "owners of the problem" and the supporting institutions.

The local governmental authorities, were totally permeable for this program. But, it is necessary to consider that the year of execution of this program, was an election period, and there were some changes in political decisions; that made necessary to reestablish the lobby and the sensibilization of the governmental sector. The same happens also, within the diverse Institutions that work in support to the eradication of the child labor.

The analysis of the potentialities, contributed to identify that the technification of the pebble elaboration would rise in a better efficiency in the process, and therefore, the retirement of the children of this activity. Facilitating that the parents improved the production volume through

technological factors, they are opened to new opportunities, for instance, to consider adding value to the materials used in the “block” (sort of brick used in the building or construction) manufacturing.

In the topic of the cultural integration of the communities, it is still necessary to make more efforts to diminish the conflicts of interest at level of the community members; so that the local interventions of the government, NGO’s, and cooperation agencies, could design an integral action, using participation as a tool. Emphasis should be done in the development of processes of self-management; mainly if the component of credits.

In this sense, it is not possible yet to value the success of the return of the microcredits, due to the rationality with which the beneficiaries live; however, it is necessary to adopt strategies that compensate this situation.

The aspects of nature and environment, was considered horizontally, mainly in the improvement of the excrete disposition, garbage and solid waste, through the training, and implementation of activities contemplated in the action program; however, the environmental component will strengthen in the second phase.

In general terms, the viability of the program in function of the development factors was integrated under the following approaches of evaluation in function of the answers: VG - Very Good, G - Good, C - Critic

Factors	Viability
Political	G
Institutional	VG
Economic	G
Financial	G
Technological	C
Sociocultural	C
Environmental	G

The previous chart and the frequency of answers of the approaches of evaluation, indicates that the action program is acceptable, also considering, the short time of development of activities and the complexity of the approached problem.



## 5. LESSONS LEARNED

According to all expressed statements in this document the following can be stated:

1. At national level the phenomenon of child labor is associated to the current economic pattern.
2. The child work of chopping stone is associated to the shortage of existent employment opportunities in the Department of Retalhuleu and to the readiness of the rocky materials coming from the eruptions of the Volcán Santiaguito that constitutes the material that prevails for this type of activity
3. The limited experience in approaching in an integral and integrated form the problem of child work as a process, with the needed community approval, impacted in the efficiency for the achievements of the action program.
4. It is necessary to strengthen the local capacities of the own beneficiaries and to work in function of development processes.
5. The participation and involvement of the municipal governments, are vital for the steadiness of the program.
6. It is necessary to work with personnel of the region and to improve the inter-communities and inter-institutional vinculum, to be able to improve the synergy of the action program.

### ***Recommendations***

Based on the previous conclusions, it is recommended:

1. All the actions should be in total coherence with the poverty combat policies.
2. Strengthening of the response capacity of the economic agents, promoting the employment generation, as well as improving the capacity of self-management of the members of the communities, in order to improve their lifestyle and welfare.
3. That the donating countries and the intermediary agencies conceptualize these local action programs, as “processes of community development”, which requires longer terms of implementation; for what the PA designed for 1 year and of demonstrative character, run into the risk of losing spaces and achievements already reached, when it turns interrupted by acts of administration demanding.
4. The execution of the programs of action of this magnitude, should involve the municipal governments, so that on their annual investments, they consider the lack of the basic services of the communities which the PA is giving assistance.
5. The second phase of the program of action should contemplate larger involvement of local personnel.
6. To assume that the support given through the component of productive options, privileges the social profitability of the credits.